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PRELIMINARY PLAN FOR

THE

COLUMBIA POINT

DEVELOPMENT



BOSTON HOUSING AUTHORITY

JULY 6, 1976

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## PRELIMINARY PLAN FOR THE COLUMBIA POINT DEVELOPMENT

### I. INTRODUCTION

The April 16, 1976 Armando Perez et al. v. Boston Housing Authority Court Order required the parties and the Court-Appointed Master to submit to the Housing Court, by April 30, a date by which a detailed Columbia Point development plan would be filed, noting "the scope and complexity of both the planning process and of a plan itself...." Following that Court Order, on April 23 and April 29 the parties and Master met at length to agree not only upon a date of the submission of a plan, but also upon a detailed outline of that plan. The April 30 letter of BHA Administrator Samuel Thompson to the Honorable Paul Garrity stated the agreement reached among the Master and parties. namely, that

the BHA would submit to the Court and parties on July 6, 1976, a detailed Preliminary Plan for the Columbia Point Development, containing at least the following sections:

1. Architectural Plans and Specifications for the Prototype Building 19 (260-264 Mount Vernon)....
2. Preliminary Architectural Plans and Specifications for the remainder of the development's dwelling units.
3. Outline Specifications for the Electrical and Heating Components of the Columbia Point Target Projects Program/Modernization Program.
4. A 'Mothballing' Status Report.
5. A Relocation Status Report and Preliminary Plan (with respect to those relocations pursuant to the Target Projects Program/Modernization Program).





6. A Relocation Status Report and Preliminary Plan (with respect to the Target Projects Program/Modernization Program).
7. A Security Status Report--including a discussion of the Resident Patrol and Boston Police Department Team Policing at the development.

Subsequent to the April 30 letter the Housing Court, after discussion among the Master and parties, issued a Court Order requiring the BHA "to work in close cooperation with the parties and Master at every stage of the development of both the Preliminary and Final plans for Columbia Point and to include in those plans, in addition to those areas covered by Mr. Thompson's letter, a comprehensive Management plan."

The BHA's April 30 letter to the Court also described the Final Plan for Columbia Point, the date and content of which was agreed to among the Master and parties in the meeting occurring on April 23 and April 29:

By August 30, 1976, the BHA will submit a Final Plan, which will contain final architectural plans and specifications for all Columbia Point dwelling units scheduled for occupancy/Modernization, final versions of the sections above, and additional plans with respect to recreational facilities/programs, community and social services, and access to the development/internal transportation system.

Hence, from the discussions among the Master and parties it was explicitly recognized that the Preliminary Plan would be a detailed, formulated description which would be preliminary to the "Final" Plan, which would be more inclusive and decisive than the Preliminary Plan, obviously benefitting from actions in the interim between the two plans--particularly further work on the part of Authority personnel and consultants, and



discussion among the Columbia Point residents, Boston Housing Authority, Perez case parties, and Court. In short, the Preliminary Plan to the Court would be a continuation of the process begun subsequent to the December 2, 1975 Court Order and including such principal works as the December 26, 1975 "Mothball/Rehabilitation" Plan for Columbia Point, and the March 23, 1976 letter from Samuel Thompson to Robert Whittlesey "Re: Work Proceeding at Columbia Point and Target Project Program Plans." The latter document particularly was intended to describe not only the Authority's Columbia Point efforts up to that time, but also a plan of actions to occur. In most respects the March 23 letter was a "Preliminary Plan for the Columbia Point Development."

The Plan which follows: proceeds from an implicit statement of goals and objectives (although recognizing the explicit goals and objectives stated in the Perez case decision and subsequent court orders and stated in the Target Projects Program Work Plan); is not intended to be all-inclusive; and is meant to be a prelude to further efforts to follow it. Pursuant to the understanding reached among the Master and parties at the June 23, 1976 weekly Columbia Point meeting, where a definitive plan for an element can not be presented at this time, the Authority in the following Preliminary Plan has framed the issues surrounding each such element. Like the December 26, 1975 and March 23, 1976 Plans, more than anything the ensuing plan is a statement as to where the Authority is at this point in time (vis-a-vis forthcoming actions) in an ongoing, dynamic Columbia Point developmental process.



## II. ONGOING ROUTINE OPERATIONS AT COLUMBIA POINT

Currently the BHA maintenance staff at Columbia Point consists of 17 craftsmen working full-time at Columbia Point (3 plumbers; 2 glaziers; 1 appliance man; 6 carpenters; 1 plasterer; 2 spray painters; 2 brush painters); 4 craftsmen shared with other developments (1 electrician; 1 tilesetter; 1 steam fitter; and 1 welder); 16 laborers; one Columbia Point Maintenance Superintendent/Labor Supervisor (Charles Mosby); and 2 work-order clerks (for the maintenance division in which Columbia Point is located).

This maintenance team is responsible for four principal tasks: (1) repair of occupied "most serious and uninhabitable" units; (2) restoration of vacant apartments to occupiable condition; (3) mothballing of buildings; and (4) routine maintenance operations. Given the number of buildings to be mothballed, the number of vacant apartments scheduled for rehabilitation/occupancy, the emergency and serious repair needs of occupied apartments and buildings, and routine maintenance operations, the Columbia Point maintenance staff per se is inadequate to accomplish the necessary tasks. Accordingly, priorities have been established for, and observed by, maintenance personnel. The mothballing of vacant buildings (i.e. utility shut down, stripping of valuable fixtures, thorough sealing of building) has had the lowest priority, particularly as the Authority will effect mothballing with the \$150,000 budgeted for mothballing in the Target Projects Program (see below).





The work of the maintenance team has oscillated between the two top priority tasks: the repair of occupied most serious units and the restoration of vacant apartments to a condition where they can be occupied by families transferring from buildings to be mothballed. During late April and May, the maintenance team concentrated on repairing most serious units--particularly as the absence (at that time) of spray painters made for an inefficient restoration of vacant apartments. During May two CDBG spray painters were assigned to the Columbia Point maintenance team. Following that, the emphasis of the crews was shifted to the efficient production of restored vacant units, which since have been produced at a rate exceeding one finished apartment per working day. Such production largely requires the grouping of maintenancemen in specific units and buildings--the very antithesis of the process of dealing with conditions which cause scattered occupied apartments to be designated "most serious". In mid June it became apparent that the production of vacant units had been stressed such that serious conditions in occupied apartments were being neglected. Accordingly, (and in constant recognition of the tradeoff between most serious unit restoration and restoration of vacant apartments for relocation of families living in partially-occupied buildings to be mothballed), it was agreed that the maintenance crew would attempt (during late June and July) to steer a middle course between the two. Conditions making an apartment "most serious" (utilizing the definition of "most serious unit" as delineated in Attachment 7 of the April 16, 1976 Court Order) would be immediately addressed, but other





minor maintenance needs would not. Simultaneously, an effort would be made to continue production of restored vacant apartments. This process is seen as a short term resolution until the mothballing process (to be described herein) is instituted.

It should be noted that, as detailed in the March 23, letter, all required repairs have been made in all units earlier identified as most serious and uninhabitable by Housing Inspection Department inspectors and the BHA inspection team. Hence, currently, most serious units are those which come to the attention of the BHA and which fit the criteria of the April 16 Court Order's Attachment 7 Most Serious Unit definition.

#### Mothball/Rehabilitation Plan

As noted earlier herein, the HUD-approved Target Projects Program budget contains a line item of \$150,000 for mothballing during the summer and fall of 1976. At first the Authority had determined to publicly bid the mothballing; however, given the time necessary to draw up the bid documents and to publicly bid the contract, and the desire of the Authority to maximize resident employment in the mothballing process, the Authority has now determined to utilize force account labor in this process. The \$150,000 will be budgeted as follows:

- |    |                                                                                          |                |
|----|------------------------------------------------------------------------------------------|----------------|
| 1. | Materials (principally paint and boarding)                                               | \$ 6,000       |
| 2. | Elevator decommissioning per code (contract awarded)                                     | 6,000          |
| 3. | Force account labor-approximately 15 craftspersons and 10 laborers for 13-15 week period | <u>138,000</u> |
|    |                                                                                          | \$150,000      |

The Authority has determined to contract individually with the approximately 15 craftspersons (supervisors, carpenters,



plumbers, electrician, et al.) and 10 laborers. The best model appears to be that of the CDBG crews, with individual contracts and with wage levels equal to 100% of the prevailing construction rates, although alternative employment models (such as BHA employment of craftspersons and laborers on a 13-15 week Modernzation crew) are possible. The Authority will make the final decision during the week of July 12 - 16. While the BHA expects the full cooperation of the applicable unions, the process will be communicated to those unions in advance of hiring.

The mothball crew will be hired for a 13-15 week period extending from late July through late October. With the on-going work of the BHA maintenance-staff rehabilitation crew, as of late October the following addresses (all 7-stories) ought to be completely vacated, boarded, and secured, with all elevators and all utilities shut down and the buildings stripped of valuable, reuseable materials:

Building 21

110 Monticello  
114 Monticello

Building 5

111 Monticello  
115 Monticello  
119 Monticello

Building 10

23 Montpelier

Building 17

10 Brandon  
14 Brandon  
18 Brandon

Building 7

20 Montpelier  
24 Montpelier

Building 8

24 Montpelier  
30 Montpelier

Building 11

25 Montpelier  
29 Montpelier

Building 12

156 Monticello  
160 Monticello  
164 Monticello



Building 24

161 Monticello  
165 Monticello  
169 Monticello

Should production prove efficient enough, Building 20 (160 -170 -174 Monticello) will also be mothballed by this crew. The (non-elderly) families of 160 Monticello would be relocated into the family portion of the development, whereas the (elderly) families of 170 and 174 Monticello would be relocated into the two elderly/handicapped buildings, Building 27 (176 - 180 -184 Monticello) and Building 26 (181 - 185 - 189 Monticello). The 84 units of Building 20 were originally intended to be rehabilitated as a third elderly/handicapped building, but two mutually reinforcing parameters have altered the plans of the Authority with respect to this building: (1) the 160 residential units in Building 26 and 27, which will be wholly rehabilitated in the TPP/Modernization programs, currently house (along with 170 and 174 Monticello) only approximately 80 households. With expected turnover, the Authority will have at least 90 rehabilitated units to lease in Buildings 26 and 27, a major marketing undertaking, as in the past 4+ years elderly residents from outside the Columbia Point development have not been willing to be assigned to (these buildings at) Columbia Point. (2) the estimated \$200,000 necessary to rehabilitate 166 - 170 -174 Monticello is absolutely required for the dwelling unit/building rehabilitation effort in the remainder of the development.





Family Relocation in the Mothball/Rehabilitation Program

The 21 7-story building wings (addresses listed above) which will be mothballed as of late October (five are now completely vacant and at least partially mothballed) are currently inhabited by approximately 80 tenant households. Concurrently with the mothballing, 80 apartments, all in the 23 low-rise and 7 high-rise addresses which are presently largely occupied and which will be completely modernized through the TPP/Modernization process (see appendix A) will be rehabilitated by the BHA crew for families moving, at BHA expense, from buildings being mothballed. As a result of this process, those 23 low-rise addresses, those 7 high-rise addresses, and 19 and 33 Montpelier (which will be occupied until the completion of the TPP/Modernization construction process) will be 90% occupied, if turnover at the development continues at the rate which is normal for the development, and over 90% occupied if turnover for the development is lower than normal. In fact, the 23 low-rise addresses (276 apartments) will be over 95% occupied in either case.

The Authority recognizes that each family-occupied Columbia Point apartment (whether a 2, 3, 4, or 5 bedroom unit) has significantly fewer square feet of living space than most 2 - 5 bedroom family apartments in the housing market today, and that the sizes of the apartments are inadequate, by 1976 American standards, for optimal family living. Accordingly, in the relocation process the Columbia Point housing managers are implementing a policy of, insofar as possible, housing each family in a larger apartment than it would be entitled



to by a rigid interpretation of HUD standards. For example, a family consisting of a mother and two daughters would, insofar as possible, be housed in a 3-bedroom apartment instead of a 2-bedroom apartment called for by a rigid interpretation of HUD regulations, in order that each of the persons in that family might have her own bedroom, or alternatively, if a bedroom is shared by two persons, so that the extra bedroom can be used as a family room. Although in the TPP/Modernization process the Authority will attempt to combine apartments in some addresses to yield 3 -5 bedroom apartments with larger room sizes, it is apparent that because of TPP/Modernization budget limitations and, particularly, the relocation hardships imposed by the heavy construction necessary to combine apartments (all combination apartment addresses would have to be vacant for at least a 45-day period), the Authority will be unable to effect larger apartments in a substantial number of addresses. Therefore the Authority will rely heavily on this "over-housing" management policy, where it can be utilized, in both the mothball-rehabilitation process and the TPP/Modernization Programs.

As of late October, through the mothball-rehabilitation process (relocation of 80 families to, insofar as possible, larger apartments in almost totally occupied buildings; and mothballing of 21 high-rise buildings), the Authority ought to have succeeded in rectifying the worst living conditions in the Columbia Point development--and, with respect to physical structures, will have gone far towards achieving a more securable, maintainable, and manageable Columbia Point development.



### III. ORGANIZATIONAL STRUCTURE

The March 23 letter detailed at length the Columbia Point/Target Projects Program organizational structure-- and provided a chart (Appendix C of that letter) of that organizational structure. Since that letter was written, nearly all of the relationships described therein have been or become reality. Nonetheless, several changes have been made, which will be described herein and which are appended in an updated Columbia Point/TPP organization chart.

A principal change is that due to the prolonged illness of Douglas Kehoe, John Jennette has been appointed Acting Director of Maintenance and in charge of all TPP modernization operations. As Mr. Kehoe, in the latter capacity Mr. Jennette "is directly managing the Authority's relations with the architectural and engineering consultants contracted to draw up modernization plans and specifications, including the coordination of the Authority's design review of those plans and specifications" (March 23 letter quoted). Working with Mr. Jennette in the review of plans and specifications for dwelling unit/building modernization is John McDonald, Junior Engineer. Working with Mr. Jennette in the programming of the mechanical (i.e. heating and electrical) components of the Columbia Point modernization program and in the design review of the plans and specifications developed, is John Grazioso, Engineer. Mr. Jennette will also be drawing similarly upon others in the BHA's Central Maintenance struc-





ture, as needed. The role of Stull Associates vis-a-vis mechanical components (particularly the electrical component within dwelling units) is being expanded from that of coordinator (as described in the March 23 letter) to one wherein N. F. Laurence and Associates, Inc. (electrical designers) and Shooshanian Engineering Associates (heating system designers) will work under generalized formats established by Stull Associates and under the supervision of Stull Associates.

A great deal of the direct responsibility of Mr. Jenette and some of the scheduling responsibilities of Planner Roland Burke will, in the next 30-45 days, be transferred over to (and will be shared with) a Project Construction Manager to be hired, pursuant to a June, 1976 Perez case court order, with Columbia Point Modernization funds. A job description of that individual is appended. This individual's responsibilities will in no way conflict with those of the TPP modernization/maintenance coordinator, David Gillis. Mr. Gillis: is currently making an updated, detailed punch list survey of conditions in 260-264 Mt. Vernon (for which apartments/addresses Stull Associates has completed, and is revising in accordance with design review, plans and specifications suitable for public bidding); will be surveying other buildings and apartments also; and will have a coordination role with respect to the mothballing/rehabilitation efforts during this summer and fall (described previously herein).





Another change in the maintenance area is that the maintenance craftsmen and laborers are now under the supervision of Columbia Point Maintenance Superintendent/ Labor Supervisor Charles Mosby (replacing Edward Ruddy who is seriously ill). Further, maintenance (and therefore Mr. Mosby and his crew) now falls directly under the responsibility and authority of the Columbia Point management. At Columbia Point this is less of a major change than at other BHA developments as the Columbia Point management staff under the direction of Andrew Walsh has always coordinated closely with the maintenance staff, whose priorities have been those of the management staff.

The only additional organizational development is one described in the March 23 letter. Namely, the TPP lawyer for Columbia Point evictions/ ejections has been on the staff for one month. This attorney, Mr. Kenneth Phalen, to date has been in orientation under the supervision of General Counsel Kevin Feeley. After learning the evictions/ ejections precedents and guidelines from Mr. Feeley and from Attorneys George Mahoney and Frank Powers, Mr. Phalen is now beginning to prosecute squatter and nuisance eviction cases from the Columbia Point development.

Otherwise, the history of the organizational structure delineated 3 1/2 months ago has been one of increasing responsibility and involvement on the part of those in that structure (e.g. subsequent sections of this Plan will describe the resident communication efforts of Mark Goode and his staff, and the long-range planning process commenced and coordinated by Stephen Giddings).



IV. TPP/MODERNIZATION CONSTRUCTION

The Columbia Point modernization program work items can be divided into two major areas (and have been so divided in design assignments): the electrical and heating improvements; and the improvements to the buildings, dwelling units, and landscaping.

Concerning the mechanical component, Shooshanian Engineering Associates is under contract (see appendices for HUD approvals of mechanical design contracts) "to provide engineering and design services for renovation work within the existing boiler plant; renovation to the existing condensate return and zone control systems and a feasibility study and engineering report for energy conservation, heat reclamation and solid waste disposal." Minutes, prepared by Shooshian Engineering Associates, of a recent SEA-BHA meeting are appended. In those minutes Shooshanian agrees to

submit a description of work to be accomplished in Phase I (i.e. design of the existing boiler plant) by 31 July 1976. This description will describe all major equipment and systems which will be required. Substantially complete contract documents will be submitted for BHA review by August 31, 1976. Final completion of contract documents has been tentatively scheduled for the end of September.

Phase 2 of the Shooshanian contract, which includes the inspection of condensate pumps and main distribution piping within the various buildings and preparation of the necessary bidding specifications to effect the necessary repairs and improvements, will commence in mid July.



N. F. Laurence and Associates, Inc., under HUD-approved contract to provide "complete plans and specifications for transformers, underground distribution systems, duct lines and cables; main building distribution systems; and apartment load centers, including all apartment and hall wiring and lighting", has in the recent past submitted to the BHA preliminary electrical layout working drawings of the Columbia Point primary and secondary electrical distribution systems (these drawings have been furnished to Court-Appointed Master Robert Whittlesey for his examination). The Laurence and Associates staff is currently completing the design of the primary and secondary electrical distribution systems, with apartment electrical layout drawings and decisions to be made in the near future under the supervision of the dwelling unit/building design team, Stull Associates.

With respect to both mechanical packages, coordination/supervision of the designers has become a priority issue with the Authority in order that the costs and construction of those components will meld with the remainder of the Columbia Point building modernization program.

#### Dwelling Unit/Building Modernization

The Authority, in coordination with Stull Associates, has been making a major effort with respect to the modernization design and design program for buildings and apartments. The BHA has worked with its design consultant Stull Associates to attempt, insofar as possible, to achieve three objectives in the Modernization Program design:





(1) the basic objective is to upgrade each apartment and building to rectify each unsafe and unhealthy condition (e.g. non water-tight buildings; buildings without security doors at the entrances), to yield a standard, decent, and securable apartment and building which has as many amenities as can be provided;

(11) a second objective is to, where possible, combine apartments to produce three, four, and five bedroom apartments with (unlike the existing floor plans) generous room sizes;

(111) a third objective is to, where possible, and within code and budgetary constraints, provide (within the low-rise buildings) a legally-acceptable egress system in which access to the roof is closed off (to reduce vandalism of roofs, with subsequent massive leaks, and to inhibit breakings-and-enterings via the roof).

In conjunction with the Court-Appointed Master, Robert Whittlesey, the BHA developed a classification system for the modernization program for each apartment in the development:

<u>Type</u>	<u>Modernization Program</u>
Ala (Low Rise)	Repair existing apartments and public areas. New kitchens and baths.
Alb (Low Rise)	Combine and repair existing apartments to form 3, 4, and 5 bedroom apartments with larger rooms. Repair public areas. New kitchens and baths.



<u>Type</u>	<u>Modernization Program</u>
A2 (Low Rise)	Combine and repair existing apartments as in Alb. Repair public areas. New kitchens and baths. Add second egress.
B1 (High Rise Family)	Repair existing apartments and public areas. New kitchens and baths. Investigate increasing apartment sizes.
B2 (High Rise Elderly)	Repair apartments and public areas. New kitchens and baths.

The Authority then estimated a per unit cost for each of the unit types (e.g. \$3,000 for each Ala unit) and placed each of the Columbia Point units to be modernized into the Ala-Alb, etc. classification scheme (e.g. 48 units, 260-264 Mt. Vernon and 30-40 Monticello, were designated as Ala units), such that the costs did not exceed the TPP/Modernization budget available for building/apartment modernization. This framework then served as a working model for design/scheduling studies and other investigations.

Through an examination of this working model, a number of tentative conclusions have been reached:

(1) Stull Associates have submitted plans and specifications for 260-264 Mt. Vernon to the Authority. Through Stull Associates' initial cost estimations (to be finalized the week of July 6-9), it is now seen that the Ala option,



the least ambitious of any of the modernization programs for the 336 low-rise apartments, may cost more than double the working cost assumption of \$3,000 per unit. TPP/Modernization coordinator David Gillis is, as discussed earlier, currently making a punch list survey of 260-264 Mt. Vernon to lock into the exact requirements of those 24 apartments and two addresses in order that a precise cost estimate can be made. In any case, this cost estimate and others have established that the initial cost assumptions of the working model were unrealistically low, and that through the Authority's TPP/Modernization budgets, the number of low-rise apartments combined to form larger apartments would have to be considerably reduced.

(2) Discussions between Stull Associates and the City of Boston Building Department have resulted in a tentative conclusion that major construction on a building (i.e. where apartments are combined) could result in a Building Department code interpretation that expensive second egresses, with sprinklers, etc. may be necessitated on that building. On the other hand, it appears that the current single stair within each low-rise structure may be legally sealed off from egress to/access from the roof, thereby achieving, in every low-rise building, the principal objective sought by the Authority. Stull Associates and the BHA are continuing investigations in this important design area.

(3) In developing workable construction schedule options, BHA Planner Roland Burke, Architect Don Stull, and Columbia Point Manager Andrew Walsh have found that the



working model (in which the combination of dwelling units into larger apartments was proposed for 24 addresses consisting currently of 288 apartments) was impractical from the standpoint of relocation requirements, as well as overall construction time for such an undertaking.

The study of the construction scheduling with respect to relocation requirements has tentatively concluded that:

(A) Where apartments will be modernized without combination with an adjoining unit (i.e. option Ala above), the impact of construction in an apartment upon the residents of that apartment will potentially be so deleterious (e.g. live wires; plaster dust; workmen moving about with materials and tools; noise), and the impact of the residents upon the construction would create such an inefficient and costly construction process (e.g. interference with workmen; tampering with drying plaster; theft of tools and materials), that two floors of residents (8 apartments) at a time, per construction crew, will have to be temporarily relocated for no more than 5 days during the modernization process. The Authority is investigating two temporary relocation strategies: (i) transfer into a motel, with lodging paid by the BHA, and a food allowance provided; (ii) one or more Columbia Point buildings to be mothballed could be set up and furnished as a temporary relocation resource.

Options (i) and (ii) assume that families would be unwilling to move permanently to modernized apartments in an





adjacent building, an option which will be discussed with residents. In preliminary discussions, development residents (particularly those in better Columbia Point locations, such as the buildings along Mt. Vernon Street) have made it clear that moving families permanently from better buildings, and from apartments and buildings in which families have made financial and social investments, is not a viable option.

(B) Where apartments will be both modernized and combined horizontally or vertically, that address of 12 apartments will have to be totally vacant during a construction period of at least 45 days. Inasmuch as there will be only 60 temporarily-vacated low-rise apartments (96-104 Monticello; 95-99-103 Monticello) to serve as a concentrated relocation resource (in addition to no more than 60 family apartment vacancies scattered throughout the development but found mostly in the high-rise family addresses), a modernization program envisioning the combination of apartments in numerous addresses would require permanent family relocation within the development and a construction period extending as long as four years, depending upon the number of addresses involved.

After consideration of the parameters, particularly construction cost, building code, and relocation requirements, the Authority has tentatively developed the following modernization program for design by Stull Associates:



<u>Type</u>	<u>No. Apts.</u>	<u>Building No.</u>
Ala (Low-Rise)	204	19,15,14,16,9,4,1,2
Alb (low-Rise)	None: Building Code problem; see (2) above	
A2 (Low-Rise)	132	25,6,23
B1 (High-Rise Family)	196 or 168 (Note: 9 Belvoir is under con- sideration as a Social Service Agency Building)	13,3,18
B2 (High-Rise Elderly)	160	26,27
TOTAL	<u>664-692 units</u>	<u>16 buildings</u>

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It is planned that the A2 buildings: Building 25 (76-80-84 Monticello--all occupied two-bedroom apartments), Building 6 (6-10-14 Montpelier--partially-occupied addresses of four-bedroom apartments), and Building 23 (95-99-103 Monticello--a two-bedroom building soon to be totally vacant) will have apartments combined vertically and horizontally to form large three, four, and five bedroom apartments. Though relocation requirements appear to be no obstacle, the Authority and Stull Associates will examine construction costs very closely. It must be



further noted that it is no accident that vertical and horizontal apartment combinations are proposed for this section of the development. The large number of vacant apartments in buildings 25, 6, 23, and 2, and the physical condition of a number of apartments in this section of the development are attributable in no small degree to the location of these buildings away from Mt. Vernon Street and the management office, and on the interior of the development near the high-rise family buildings. A greater physical modernization program, in addition to ongoing management, security, etc. programs, is required in this section of the development, albeit a low-rise section.

#### Design Scheduling and Bidding

As noted previously within this plan, the Authority is currently reviewing the 260-264 Mt. Vernon plans and specifications prepared by Stull Associates. When these plans have been finalized, approved by the residents (see below for discussion of residents' input) and by HUD, the Authority will bid those plans in a 96-unit package containing not only 260-264 Mt. Vernon, but also 30-40 Monticello, 50-60 Monticello, and 2-6 Brandon (all 12 unit low-rise addresses containing 6 three-bedroom and six five-bedroom apartments).





Concurrent with the resident--input phase, Stull Associates will gear-up in two design teams working on the following modernization packages: the B2 (High-Rise Elderly) package; the B1 package (High-Rise Family); and one or more bidding packages including the 240 low-rise A1 and A2 apartments found in buildings 9,4,1,2,25,6 and 23. As described above, the A2 package(s) will be the most difficult to design and construct as the Authority is proposing to meet the most objectives in A2 buildings.

With respect to bidding, it is known that construction cost advantages increase with a decrease in the number of bid packages (economies of scale), but minority contractor access increases with increases in the number of bid packages. Inasmuch as the Authority is attempting to simultaneously maximize cost advantages and minority contractor participation, dividing the construction work into four or five packages would seem to represent an optimum in both cost advantages and in potential for minority contractor participation.

The Authority, in conjunction with Stull Associates, is currently investigating several vehicles by which to maximize both minority contractor participation and employment of minority construction workers, particularly, residents. Just as the Authority has made a strong effort to hire residents in the TPP process (e.g. Building Service Aides; Columbia Point Community Security Program;) and will continue that commitment in the hiring of the mothball crew described herein, the Authority is now investigating con-



struction training programs by which to maximize the value of the TPP/Modernization Program to residents. The objectives of such a training program would be to provide construction jobs in the short term, and to impart long-term skills whereby residents would be qualified to perform semi-skilled construction and (particularly) maintenance work. The investigations of minority contractor, minority construction worker, and resident worker participation will be continuous through the month of July. It is the intent of the Authority to report in detail on this complex topic (which involves: public bidding requirements; a maze of affirmative action employment laws and regulations, including Title 24, Part 135 of the Code of Federal Regulations requiring "Employment Opportunities for Businesses and Lower Income Persons in Connection with Assisted Projects"; union practices; etc.) in the "Final Plan".



V. COLUMBIA POINT RESIDENTS INVOLVEMENT

The March 23 letter stated the Authority's goals in communicating with Columbia Point residents in the TPP/Modernization process:

"developing the residents' sense of proprietorship over their individual apartments and buildings, and the project at large; developing indigenous resident leadership; and effecting modernized dwellings, buildings, recreational spaces, etc. most consonant with tenant needs, experiences, and desires--within program parameters".

To date, the principal communication with residents has been the distribution, to each household, of a letter outlining the TPP/Modernization plans and signed jointly by Domenick Pasciucco, BHA Chairman, and Barbara Carpenter, Chairperson of the Tenant's Policy Council Board of Directors. Moreover, the Authority staff have met at length with the Building Service Aides in order that those seven residents, like the Columbia Point management staff, are conversant with the elements discussed within this plan for their day-to-day communication with residents.

As has been discussed at some length in recent weekly Columbia Point meetings among the Master and parties, the Authority and its TPP/Modernization Architect, Stull Associates, are currently preparing for a series of Columbia Point meetings with residents. The first meeting, a community-wide one, is tentatively scheduled for the week of July 19 - 26. The chairman of that meeting will be Mark Goode, with participation from (but not limited to) Architect Donald Stull, Manager Al Griffith, and Planner Roland Burke. While discussions at such a community-



wide meeting will center upon community-wide plans, that meeting will initiate a series of community-input meetings to be held with tenants residing in specific sub-areas of the development--e.g. in the elderly section; in the high-rise family section; among Buildings 14, 15, 16, and 19 (those for which Plans and Specifications exist), etc. One series of meetings will be held for the Spanish-speaking community, with simultaneous translations.

In this process the Authority will present to the residents a number of workable options (some of which are touched on in Part IV of this Plan) with respect to Modernization construction. Those options will include a mix of design program options, all of which will be feasible in terms of cost, codes, relocation, and scheduling. Through these meetings residents will have a direct voice in modernization design/planning, including plans for dwelling units, outdoor recreation spaces, entrances and hallways, centralized versus decentralized mailbox system, etc.





VI. SECURITY

Previous communications to the Court have detailed the security efforts at Columbia Point (see specifically the January 19, 1976, letter from Samuel Thompson to Robert Whittlesey). Those communications have described the security personnel available at the development--particularly the Boston Police Department's Columbia Point development team policing detail and the Columbia Point Community Security Program. The former, twelve patrolmen and one sergeant, are divided into teams of (generally) four patrolmen (with two cars) who patrol the development from 8:30 am through 1 am, with emphasis on peak call periods, particularly Thursday, Friday, and Saturday nights. The development is also part of Police District Eleven which contributes supportive services of police personnel when needed. Headquarters personnel (i.e. for vice, gaming, drugs) service the development as required.

A principal component of the Target Projects Program is the LEAA/TPP funded Columbia Point Community Security Program. The security staff of this program is comprised of an operations manager, 3 field supervisors, 3 teams of 5 service workers each (who patrol during two shifts: 1 pm - 9 pm; 9 pm - 5 am), and 2 radio dispatchers. The service workers of this community-based and controlled program patrol to observe crime, intervening when possible, but calling police for serious crimes. Principal functions include serving as an escort service (for example: within the elderly section of the development during lunch distribution at the Senior Center; for vendor deliveries), posting



men at various locations (for example, at the Day Care Center at certain hours to insure that mothers are not robbed, as has happened previously), etc. The Security Program's Youth Advocacy Component, comprised of one Youth Advocate Coordinator and 3 Youth Advocates, intervenes in domestic problems, children's problems with schools and the courts, etc., and has helped with runaways, with establishing foster home situations, etc. in order to deal with some of the causes of crime. A quarterly report of that program is appended. That program is backed up by the BHA Security Director, Leo Gulinello, and his staff, whose offices are located at Columbia Point.

While the Police and the Community Security Program are, and will remain, absolutely necessary to effective security within the development, particularly in the prevention of street crime and in swiftly responding to crimes within buildings, other measures are necessary. A principal and highly effective defense against crimes in occupied public housing buildings has proven to be: (1) fully tenanted buildings, (2) equipped with security screens, security doors, security locks, etc. (3) and "patrolled" by (i.e. under the surveillance of) organized residents. The previously described Mothball/Rehabilitation efforts are yielding buildings which will be at least 90% occupied; after the TPP/Modernization Program, it is envisioned that all occupied, modernized buildings will be 100% occupied. Through the TPP/Modernization Programs, security hardware, including screens, doors, locks, welded plates (over basement windows) etc., will be provided each occupied address.



During the installation of that hardware, a major effort will be made by the Voluntary Resident Patrol Supervisor on the BHA Security Staff, by the Columbia Point Community Security Program, and by the Building Service Aides to effect addresses in which the residents are organized to keep the building under surveillance. Where nuisance tenant families prove to be disruptive (e.g. through vandalism; through felonies within the buildings) of the building security so established, and where social service efforts with those families (e.g. by the Youth Advocates component of the Community Security Program) fail, the Authority, acting through the TPP Attorney, will utilize perhaps its potentially most powerful tool, nuisance evictions, to effect security for its Columbia Point residents.

Nonetheless, a number of the above strategies deal with symptoms of a problem with fundamental causes which include poverty, broken families, and inadequate opportunities for personal growth and self-expression. Alternative strategies (e.g. the jobs training program; the Youth Advocate Program) aimed at those fundamental causes have been alluded to and will be dealt with more extensively in the "Final Plan."





## VII. MANAGEMENT

A number of references elsewhere within this plan have been made to the Columbia Point management staff. Specifically, it was noted that the management staff is now in direct supervisory control over the maintenance operations within the development, although it was mentioned that in the past several years the Columbia Point management team under the direction of Andrew Walsh has worked closely and successfully with the area maintenance team to effect its priorities. It was implicitly noted, and is now explicitly stated, that the management staff has played a leading role in the development of this Plan's component plans, particularly the Rehabilitation/Mothball plans and the Modernization Design Program. Also alluded to was the plan for one or more of the management staff to play an important role in the TPP/Modernization Residential Input process. It should be noted that one of the most important and difficult negotiations with resident households falls and will fall directly to the management staff, namely the resident-manager conferences to effect residential relocations within the development.

The principal change in the offing for the Columbia Point management staff concerns the Elderly/Handicapped buildings (174-180-184 Monticello and 181-185-189 Monticello). The Authority is preliminarily planning to alter the road patterns and landscaping adjacent to these two buildings to create a distinctly separate and securable environment



(similar to, and even surpassing, the successful separation and orientation of the Mass 2-35, 95 Washington Street, elderly development from the Commonwealth, Boston 200-3 development). To enhance the image and marketability of this area, the Authority is preliminarily planning to give the two buildings the designation of a separate development, with a new name. As noted earlier within this Plan, the Authority will have a major marketing task with respect to this new development. Approximately 90 apartments of the 160 modernized apartments will be vacant for leasing, although it has been years since any new elderly household has moved to Columbia Point. Therefore the Authority is planning to assign a full-time manager to these buildings. In addition to routine managerial functions, this manager will play the major role in the marketing of these vacant units, a marketing which will include a furnished model apartment, advertising budget, etc.



VIII. LONG-RANGE PLANNING

During the past several months significant efforts have been initiated by the Authority toward the formulation of a sound strategy for long range development both at the Columbia Point project itself and on the entirety of the peninsula. The catalyst for a new round of long range planning efforts was the serious consideration recently shown by the Washington, Boston Regional and Boston Area Offices of HUD of the Section 8 Proposal prepared a year ago by the BHA to provide increased funding for the project itself, through the conversion of the project from the low rent public housing program under which it was constructed and is now managed to the Section 8 Substantial Rehabilitation program newly operationalized by HUD.

As a result of the prodding by the BHA, the HUD Area Office has convened a broad-based task force for the purpose of refining the originally-submitted proposal so that serious consideration can indeed be given by the HUD Washington Office for the special set-aside of Section 8 funds requested. The original proposal requested a \$3.4 million set-aside which would leverage approximately \$30 million in construction funding, enough to both retire the existing debt on the project of \$11 million and to undertake renovations at the development far beyond those which can be accomplished under the TPP program. The task force includes representatives from the BHA, BRA, City of Boston, University of Massachusetts--Boston, HUD, the Office of State Planning and Management, TPC and several tenant organizations at Columbia Point.



The charge of the task force is to prepare an updated proposal for Section 8 funding of the development itself for consideration by HUD-Washington. The proposal, once prepared, will have been reviewed by all parties on the task force and will be circulated for comment to other interested groups located on the peninsula (John Hancock, First National Bank, etc.) before being forwarded to Washington.

A great deal of thought is being given to the relationship of a significant infusion of new funding, through the Section 8 program which, if granted by HUD would not begin to flow until early 1977 at the earliest, to the on-going TPP/Modernization programs which will be well underway by that time. Should HUD respond favorably to a new proposal within a reasonable period of time, the TPP/Modernization programs and a Section 8 program could dovetail very closely; should HUD delay on a decision regarding the Section 8 proposal however, TPP/Modernization could be well under construction and rather than the intricate coordination between the two programs, the infusion of additional funds to relatively fixed TPP program will be the primary concern. The Authority will, of course, press hard for an early decision by HUD on this matter so that TPP/Modernization planning may continue in the proper context.

Beyond the bounds of the project itself, planning for the remaining areas of the peninsula is continuing through efforts of the staffs of the BRA, City of Boston, the BHA, and the University of Massachusetts. Currently under investigation is the feasibility of additional Section 8 housing, developed privately or perhaps through a community development corporation, to be located between the elderly section of the housing develop-





ment (Buildings 26 and 27) and the proposed Kennedy Library site, and on some of the vacant land at Bayside Mall, as well as the feasibility of significant treatment of the waterfront area itself, improvements in public transportation, and additional commercial and recreational facilities. It is recognized by all parties involved in any way with long range planning at the peninsula that fundamental to private sector participation is the substantial improvement of the housing project itself. The augmentation through the Section 8 program or otherwise of the resources made available to the BHA for the TPP program can only serve to stimulate the interest of the private sector in beginning to play a meaningful role on the peninsula to effect a balanced environment most conducive to the needs of the residents of the City of Boston and particularly to the current residents of the Columbia Point housing development.



## APPENDICES



APPENDIX APLANS BY BUILDING AND ADDRESSLow-Rise Buildings Currently Occupied -- to be 100% ModernizedBuilding 19

260-264 Mt. Vernon Street

Building 15

30 - 40 Monticello Avenue

Building 14

50 - 60 Monticello Avenue

Building 16

2 - 6 Brandon Avenue

Building 9

7 - 11 - 15 Montpelier Avenue

Building 6

6 - 10 - 14 Montpelier Avenue

Building 25

76 - 80 - 84 Monticello

Building 4

340 - 350 - 360 Mount Vernon Street

Building 1

380 - 390 - 400 Mount Vernon Street





Low-Rise Buildings Currently Vacant (or which will be completely vacant pursuant to mothballing program) which will be 100% Modernized

Building 23

95 - 99 - 103 Monticello Avenue

Building 2

96 - 104 Monticello Avenue

Low-Rise Buildings Wholly Occupied by Social Service Agencies

Building 2

100 Monticello Avenue - Alcoholism Program

Building 22

300 - 310 - 320 Monticello Avenue - Health Center

High-Rise Buildings Currently Occupied, to be 100% Modernized

Building 13

11 - 15 - 19 Brandon Avenue

Building 3

6 - 10 Blair

Building 18

5 - 9 Belvoir Road

(Note: 9 Belvoir Road is under consideration as a Social Service Agency Building to replace 34 Montpelier Avenue.)



High-Rise Elderly Buildings to be 100% ModernizedBuilding 27

174 - 180 - 184 Monticello Avenue

Building 26

181 - 185 - 189 Monticello Avenue

High-Rise Buildings to be Mothballed by late October, 1976Building 21

110 - 114 Monticello Avenue

Building 5

111 - 115 - 119 Monticello Avenue

Building 7

20 - 24 Montpelier Avenue

Building 8

26 - 30 Montpelier Avenue

(Note: 34 Montpelier Avenue will remain, at least until the completion of the TPP/Modernization process, as a Social Service Wing.)

Building 10

23 Montpelier Avenue

Building 11

25 - 29 Montpelier Avenue

Building 17

10 - 14 - 18 Brandon Avenue

Building 12

156 - 160 - 164 Monticello Avenue



Building 24

161 - 165 - 169 Monticello Avenue

Building 20

166 - 170 - 174 Monticello Avenue

High-Rise Addresses to Remain Occupied until Conclusion of TPP/Modernization Program, at which time they will be Mothballed

Building 10

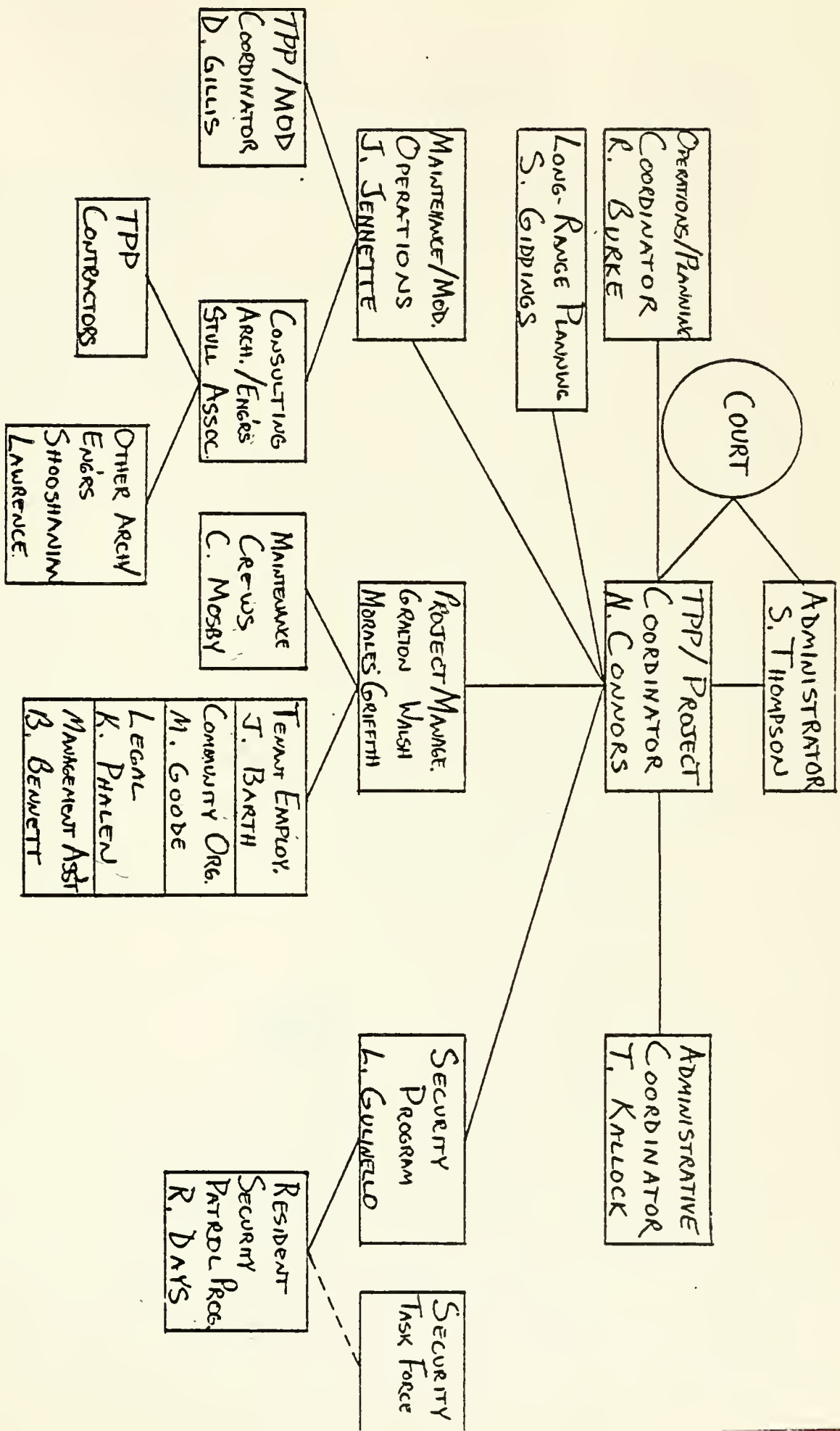
19 Montpelier Avenue

Building 11

33 Montpelier Avenue



## APPENDIX B - COLUMBIA POINT/TPP ORGANIZATION STRUCTURE







## APPENDIX C

### PROJECT CONSTRUCTION MANAGER

The Boston Housing Authority has an opening for a highly competent individual to coordinate \$6 million in construction at Columbia Point, pursuant to the HUD Target Projects Program. Will be responsible for: preparation of critical path schedule; coordination with architects, engineers, and owner during preparation of schematic drawings, and contractors, architects and engineers during construction; program development for minority contracting, training, and employment; management of special purchasing and handling of construction materials, and preparation of progress reports. Individual must be knowledgeable about construction methods, plans, specifications, and maintenance requirements. Must be able to deal with a complex program in which construction is interfaced with housing management and relocation of residents. BS or MBA or equivalent technical education necessary. Salary commensurate with experience and training, to maximum of \$24,000.00. Please submit detailed resume of background with salary history.



BOSTON HOUSING AUTHORITY

An Equal Opportunity Employer



APPENDIX D

B. H. A.  
CENTRAL FILES



DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

AREA OFFICE  
15 NEW CHAROON STREET  
BOSTON, MASSACHUSETTS 02114

AREA OFFICES  
Boston, Massachusetts  
Hartford, Connecticut  
Manchester, New Hampshire

REGION I  
REGIONAL OFFICE  
BOSTON, MASSACHUSETTS

IN REPLY REFER TO:

1.1EH

Mr. Samuel Thompson  
Administrator  
Boston Housing Authority  
53 State Street  
Boston, Massachusetts 02109

Dear Mr. Thompson:

We have reviewed the proposed Engineer's Contract between the Authority and N.F. Lawrence and Associates, Inc. for renovation of the electrical system at Mass 2-20.

We understand that

1. The Phase 1 work is to include buildings 3, 18, and administration and that their omission from the work description in Exhibit B was inadvertent.
2. An analysis of the power requirements for the system as a whole will be made during Phase 1 of the work.
3. No less than one supervisory inspection will be made each week during the construction period.

You have our approval to execute the proposed contract with MAXIMUM BASIC FEES of \$39,680; \$42,240; \$46,080 for work items Phase 1, 2, and 3 respectively conditioned upon

1. Modification of Paragraph 3.4.2 to provide for inspection not less than once during each week for the duration of the construction period.
2. Modification of EXHIBIT A to indicate that the \$30.00 corresponding to Engineers is N BASIC MAXIMUM HOURLY RATE rather than BASIC.
3. Modification of Phase 1 Work Item Description of EXHIBIT B to include buildings 3, 18, and administration.

Please forward to this office as soon as available the analysis of the power requirements for the system as a whole and advise us what design assumptions were made providing for potential growth, in particular with respect to washers and dryers in apartments or buildings and air conditioning in medical center and administration office.



2.

We have also reviewed the proposed Engineer's Contract between the Authority and Shooshanian Engineering Associates for renovation of the heating system at Mass 2-20.

We believe that Proposal #3 for a feasibility study to be highly premature since there is little prospect well into the future for funding a heat reclamation project. Consideration of such a project should be deferred until the Authority has a well-defined energy conservation program with ordered priorities, in which case we believe the Authority will have many other higher priority projects. We shall address the subject of an energy conservation program in our forthcoming reports reviewing the Authority's maintenance and utilities operations.

You have our approval to execute a modified form of the proposed contract incorporating work item Proposals #1 and #2 with MAXIMUM BASIC FEES of \$52,941 and \$8,581 respectively, but deleting Proposal #3, conditioned upon modification of EXHIBIT A to indicate that the \$30.00 for Engineers, Field Engineer, and Consultants is the N BASIC MAXIMUM HOURLY RATE.

We have retained one each of the proposed contracts. If you execute either of the above-approved contracts please forward a copy of the executed contract.

You may wish to contact me if you disagree with this decision and have additional justification which was not previously considered. You should also be aware of your right to have my decision reviewed by Mr. William H. Hernandez, Jr., Area Office Director, HUD, 15 New Chardon Street, Boston, Massachusetts, 02114.

Sincerely,



Kenneth H. Salk

Director

Housing Management Division

Enclosure

RECEIVED

6/7/76

ADMINISTRATOR'S OFFICE





## Shooshanian Engineering Associates

MINUTES OF MEETING

PROJECT: Boiler Plant Renovations  
Columbia Point Development 2-20  
Dorchester, Massachusetts

DATE: 28 June 1976

PRESENT: John Jennette, Boston Housing Authority  
John Grazioso, Boston Housing Authority  
Edward Shooshanian, Shooshanian Engineering Associates  
Joseph Fullam, Shooshanian Engineering Associates

This meeting was held in the office of Mr. John Jennette, who we understand will be the acting director of this project during the absence due to illness of Mr. Douglas Kehoe. The following is a summary of our understandings of the items discussed during this meeting:

1. The scope of work for this project will be as described in the Proposal for Engineering and Design Services for Heating Plant Renovations submitted by Shooshanian Engineering Associates on 12 May 1976. Work for Phase I will be as described in the base proposal, which is limited to renovations and equipment replacement within the existing boiler plant. Work for Phase 2 will be as described in Additive Alternate NO. 1, which includes inspection of condensate pumps and main distribution piping within the various buildings and preparation of the necessary contract documents to accomplish required repairs and improvements. Also included in this phase are evaluation and revisions to the existing zone control systems. Work described in Additive Alternate No.2, the Feasibility Study of Future Considerations, will not be accomplished at this time.
2. Notice to proceed with Phase I of this project was received on 11 June 1976. Completion of contract documents is required within 120 days of this date.
3. Shooshanian Engineering will submit a description of work to be accomplished in Phase I by 31 July 1976. This description will describe all major equipment and systems which will be required. Substantially complete contract documents will be submitted for B.H.A. review by August 31, 1976. Final completion of contract documents has been tentatively scheduled for the end of September.



Shooshanian Engineering Associates

2.



4. Mr. Jennette will provide Shooshanian Engineering with a copy of H.U.D. approval for this project, and a letter clarifying the status of Phase 2 and the deletion of Additive Alternate No. 2. Approval to proceed with the survey portion of Phase 2 will probably be forthcoming.
5. Inspection of the underground piping systems and revisions to these systems are not included in this project.
6. Project meetings will be scheduled every two weeks in the office of Shooshanian Engineering. Arrangements for these meetings will be made by Mr. Grazioso.
7. Mr. Dave Gillis will be the site representative for B.H.A. Arrangements for site visits will be made through him.
8. Mr. Jennette will provide Shooshanian Engineering with a list of numbers and addresses of buildings in the Columbia Point Development which will be closed down.
9. The necessity of prepurchasing major equipment prior to the award of construction contract was discussed. In the opinion of Mr. Jennette, this procedure would lead to problems of split responsibility. Therefore, prepurchase of equipment will not be considered unless it is determined that serious scheduling problems will result.
10. Mr. Jennette instructed Shooshanian Engineering to provide special considerations in the design of the boiler plant for unattended operation. Included in these provisions are automatic boiler firing and individual smoke detection systems for each boiler. Mr. Jennette will inform Shooshanian Engineering of any further special considerations to be included.
11. Shooshanian Engineering was instructed to submit monthly billings through Mr. Jennette. Billings shall include a breakdown of all hours expended by each individual assigned to this project.

PREPARED BY: Joseph G. Fullam, P.E.  
Shooshanian Engineering Associates, Inc.  
129 Malden Street  
Boston, MA 02118



PRELIMINARY APPROACH AND SCHEDULING FOR REPAIRS  
AND MODERNIZATION AT COLUMBIA POINT  
(AN OUTLINE FOR DISCUSSION)

A. OVERVIEW

COLUMBIA PT. is cyclical and as such it has become a self fulfilling prophecy. It is at once the CAUSE and the RESULT of its condition.

COLUMBIA PT. is extremely valuable because:

- There is a diminishing rate and quality in new housing construction, directly tied to a growing unwillingness to "pay the price", and
- There is a perceptable trend towards an Urban Renaissance, a return to the time and cost efficiencies of urban life.

Taken together, they promise a period of unparalleled restoration and reuse of existing structures.

COLUMBIA POINT is locationally enviable, forming a cove in Boston's Outer Harbor with Carson Beach and Columbus Park, land and water reserves for public recreation. The University of Massachusetts and Kennedy Library have recognized this locational quality. The site also sits solidly within a growing concern for historical places, waterways, and Parklands.

COLUMBIA POINT'S downward cycling will not be broken unless:

- Its "Causal" characteristics are reversed;
- Its "resultant" physical condition is repaired; and
- Its potential value is secured and guarded against negative impacts.

B. ACTION AREAS

The absolute urgency for physical improvements is recognized and understood.

The need to reverse cause and secure value is equally clear. It is recommended that these two Action Areas be undertaken IMMEDIATELY to ensure that they neither lag nor are lost in the rush towards physical improvements. It is also felt that failure to initiate





## B. ACTION AREAS (Continued)

these Action Areas may additionally frustrate the already complex program of repairs and modernization.

### B1 REVERSING CAUSE

The causal reasons for COLUMBIA POINT are, in the first instance more social than environmental. Physical conditions fuel but do not initiate adverse social behavior. The components of such behavior are political, economical, and educational.

While the mandate of a Housing Authority is provision and management of safe and adequate housing, failure is unavoidable if the reasons that create the need for public housing are not allowed to influence its physical and operational characteristics.

It is therefore recommended that an Environmental Sociologist, a Marketing Analyst, and a Community Liaison Person (Ombudsman) be consulted for the purpose of programming and initiating this activity. The following thoughts are therefore noted:

#### B1a POLITICAL

Secure strong, knowledgeable and leadership potential, and reorganize management activity around same. (Springfield Model)

Designate one representative and one alternate for Community Wide Advisory Group (America Park Model).

Secure BRA designation, together with The University of Massachusetts and others as official planning vehicle for the COLUMBIA POINT peninsula (Roxbury Action Program Model).

#### B1b ECONOMICAL

Negotiate jobs and training programs at the University of Massachusetts with Administration, State, and HEW.

Secure early involvement with Kennedy Center and via Un. of Mass. training programs fill staff positions in management, clerical research, tour guides, bldgs. and grounds, etc.

Secure Kennedy Center franchises via Un. of Mass. training programs for concessions, i.e. snack bar, etc.

Integrate small scale commercial with the residential community based on market study results.

#### B1c EDUCATIONAL

Restrict a determined number of tutored scholarships per year at The University of Massachusetts for COLUMBIA POINT residents (Temple University Model).





B1c EDUCATIONAL (Continued)

Develop cross registration programs with Roxbury Community College under Un. of Mass. restricted scholarships.

Develop construction trade training programs in tandem with anticipated construction at COLUMBIA POINT and Kennedy Center.

B2 REPAIRING RESULT

This Action Area is the principal subject of this Outline, and is detailed in Part "C" below.

B3 SECURING AND GUARDING VALUE

While this recommended Action Area may seem to duplicate the Causal Area above, it is deliberately isolated because of its importance to the extended life and balance of the community.

By far the preponderance of repair required at COLUMBIA POINT is a causal result of the inability of individuals (especially the young people) to see a connection between their physical and emotional well-being and the environments within which they live.

The Political (B1a) and Educational (B1c) vehicles noted above could be made adequate for elevated awareness in this Action Area. The following thoughts may be of interest:

- Development of beach and boating facilities, including instructional activities EXCLUSIVE to COLUMBIA POINT residents;
- A system of self-policing for buildings and grounds;
- A component of outdoor recreational facilities AND MANAGEMENT at a meaningful scale and quality;
- Provision of materials, equipment and instruction for both apartment and yard improvements initiated by residents;
- A mandatory review and approval of all development proposals for the peninsula.

C. REPAIRING THE RESULT

The PRIMARY OBJECTIVE of repairs and modernization is to immediately correct those physical deficiencies that are most obvious and to additionally improve the buildings & grounds to the extent possible within budget limitations.

The SECONDARY OBJECTIVE is to achieve the greatest possible human and social benefit from the Primary Objective.



## C1 PROGRAM AND BUDGET

Three program options have been developed based on probable project budget. Option "A" is noted here for discussion purposes.

### OPTION "A" (1 of 3)

Ala/Low Rise -	Repair extg. apartments and Public Areas. New kitchen and bath.
Alb/Low Rise -	Modify existing apartments and repair Public Areas. New kitchens and baths.
A2/Low Rise -	Modify existing apartments and Public Areas. New kitchen, bath and second egress.
B1/High Rise -	Repair existing apartments and Public Areas. New kit. and bath (investigate increasing size of some units).
B2/HR Elderly -	Repair apartments and Public Areas. New kit. and bath.

<u>TYPE</u>	<u>NO.</u>	<u>COST/D.U.</u>	<u>COST/TYPE</u>
Ala	48	\$3,000	\$ 144,000
Alb	180	6,000	1,080,000
A2	108	8,000	864,000
B1	168	4,000	672,000
B2	250	2,500	625,000
	<u>754</u>		<u>\$3,385,000</u>

## C2 SCHEDULE NOT CONSIDERING OVERLAP

<u>TYPE</u>	<u>A/E</u>	<u>BID</u>	<u>CONSTRUCTION</u>	<u>TOTAL</u>
Ala	In Process	- - - - -	- - - - -	- - -
Alb	1.5 mos.	1.5 mos.	8 - 10 mos.	12 mos.
A2	2.5	1.5	8 - 10	13
B1	2.0	1.5	6 - 8	10.5
*	2.5	1.5	8 - 10	13
B2	2.0	1.5	6 - 8	10.5
	<u>10.5</u>		<u>41</u>	<u>59</u>

\* Assumes increasing unit sizes at extg. 3BR Family H.R.



## C3 A &amp; E SCHEDULING

5 MOS.

A&E work breakdown into two categories that would proceed simultaneously, Mix Change and No Mix Change. This produces a 4 month overlap. Additionally simultaneous work of the various types within a category could produce a further overlap of 25-30%, producing a 4 to 5 month Schedule.

## C4 CONSTRUCTION SCHEDULING &amp; BIDDING

Construction bid packages logically break into two major and two minor categories, HR/LR and MIX CHANGE/NO MIX CHANGE respectively.

Construction cost advantage increases with decrease in the number of bid packages.

Minority contractor access increases with increase in the number of bid packages.

4 Bids seem to represent the optimum in cost advantage and potential for minority participation.

While the order of bidding will be determined by the A&E Schedule, the order of construction will be determined by the relocation process and schedule and by the construction turn-around time per unit.

A 5 day turn-around time seems workable for No Mix Change Units.

A month or more will be required where apartment modifications are required.

Omitting the "Mothballed" buildings and the alcoholic program building, approximately 250 of 750 units are vacant.

A matrix must be developed to determine the optimum relationship of tenant moves to construction schedule. The following points are noted for discussion:

- It is recommended that all units be vacated during No Mix Change construction. This would allow partial building occupancy on a per floor basis.
- It is recommended that all buildings be vacated during Mix Change construction on a per address basis.
- No Mix Change turn-around time is minimal. At \$20 per day food and lodging, the prototype building could be rotated through motel facilities for \$2500 in relocation expense.
- One or more "Mothballed" buildings could be set up and furnished as a relocation resource (discuss) ..



C4 CONSTRUCTION SCHEDULING & BIDDING (Continued)

- It is of interest to note that if 50% of the presently vacant units could be used for two move relocations, nearly four years would be required for construction completion.

C5 MINORITY CONTRACTOR PARTICIPATION

A Sub and Sub-General Concept seems to have potential for maximizing Minority Contractor participation. Contract set-aside might also be explored.

C5a SUB/SUB-GENERAL

Under this arrangement the Authority would:

- "Front end" the Bid Conditions with requirements for Minority Subs.
- Bid all sub trades as allowances based on in house cost estimates.
- Not require filed sub-bids of sub trade items.
- Require successful G.C. to negotiate sub-trades with pre-determined list of Minority Contractors.
- Negotiate a portion of the General Contract on a per building basis with Minority General Contractors as Sub-Generals.

C5b CONTRACT SET-ASIDE

This concept call for the set-aside of a percentage of the General Contract Value for the total project equal to the desired percentage (by various regulations) of minority participation.

This Construction Value could then be restricted for bid by Minority Generals only.







# COLUMBIA POINT COMMUNITY SECURITY PROGRAM

20 MONTPELIER ROAD  
DORCHESTER, MASS. 02125  
TEL 287-9177

April 14, 1976

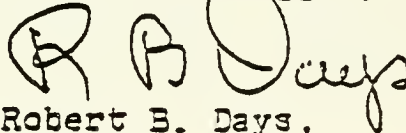
Mr. Lou Kornetsky  
Mayor's Safe Street Committee  
73 Hemingway Street  
Boston, MA

Dear Mr. Kornetsky:

The following is the quarterly report  
that covers the period of 1 January -  
31 March 1976.

If any other information is needed,  
please don't hesitate to call.

Yours in Struggle,

A handwritten signature in dark ink, appearing to read "R B Days". The signature is stylized, with the first letters of each name being prominent.

Robert B. Days,  
Director, CPCSP



## INTRODUCTION

The Columbia Point Community Security Program, now operational for close to a year, has successfully accomplished it's goals of deterring criminal activities, providing advocacy services for youth and generally stabilizing the possibility of criminal and anti-social acts.

These successful activities have proceeded with not only higher visibility in terms of the Security Program's uniformed patrols, but also by diligent joint efforts and cooperation from the Security Task Force Board and administrative units within the Security Program.

The reduction of violent and emotional crimes has shown a marked decrease. Burglary and Breaking and Entering have stabilized and are on the decline while vandalism and malicious mischief have also declined considerably.

The Team Police concept, now in effect, also has shown a better response to assistance for residents and the solid reinforcement of our Program in relation to serious crimes and crimes that require investigatory procedures such as, visible narcotics distribution and drug useage.

The following is a synopsis of the Security effectiveness and efficiency within the last year. The report includes a statistical analysis as well as other relevant data.



The initial phases of the Columbia Point Community Security Program involved the time consuming logistical efforts that were necessary to begin a Program; such as, the acquisition of office equipment, supplies, hiring staff and the development of programmatic procedures.

The early stages also involved an orientation process for staff members which consisted of classroom study and O.J.T. experience. At this time, early contact was made with law enforcement agencies in this area, primarily the Boston Police Department, at District 11. The intent of these visits were to establish a rapport with police authorities in hopes that cooperation and coordination between Programs could be achieved..

Activities that took place during this time period are not documented because of the change of administration that took place in early September. These administrative changes forced several changes in personnel.

After the initial orientation period all staff members worked the same shift, that was from 12 noon to 8 P.M. Three (3) teams were deployed in different areas during this period and the major objective during this time was to introduce the Security Program to residents. We also completed an extensive survey of possible hazards to health, safety and security during this period. Our survey helped us to identify problem areas within the Community; for example, apartments used by squatters, youth hangout areas, drop off points for stolen goods. Our next step was to begin action in closing or sealing vacant apartments. This included informing Boston Housing Authority Security office of areas which had a high incidence of squatters. We were also able to deploy personnel in these areas to provide better security.

The month of November brought us our radio equipment. This enabled us to begin our two shift, seven day a week operation. (1P.M. - 9P.M./9P.M.- 5A.M.) This initial period was difficult at first because of the numerous threats on individuals in the Program. At this point we also received our uniforms which were identified with the Boston Police Department Tactical Patrol. (dark blue coveralls) This in itself may have been the reason for the threats to certain individuals in the Program.

During this same period there were numerous raids on suspected drug dealers conducted by the Boston Police Department. Because of this action, open drug sales were temporarily curtailed. These raids brought about positive reinforcement and a change of attitude from residents of Columbia Point.

It should be noted here that although we had little input pertaining to these areas known for narcotics distribution, we were and still are very apprehensive about being involved in this criminal activity, primarily, because we do not have the resources to handle it. Better law enforcement and police presence is the only way in which it can and should be handled.





During the period of November and December, we were able to compare our criminal incident activity with the Boston Police Department's statistics. The comparison shows convincingly that the police and other public safety agencies were extremely slow to respond to crimes at Columbia Point. (statistics submitted to LEAA, March 76)

The comparison also shows a higher rate of crime than was recorded in previously recorded periods. We still feel, however, that the heretofore, unreported crimes would increase the statistics even more. We have not been able to obtain the Boston Police Department's figures for the first quarter of 1976, but we are convinced and our records reflect that we were involved in more incidents and worked cooperatively and energetically with law enforcement agencies. This increase in reported crime incidents can be contributed to the fact that our present address and telephone number has become more available to the residents. It is also true that when a resident calls for assistance they know they will get an immediate response from the Security Program.

We scheduled several meetings with the Boston Police Department at District II in order to discuss our role in relation to police activity at Columbia Point. Although these meetings were informative, they produced no substantial change in terms of response time for calls or more coordination. The only real change has come since the inception of the Team Police.

A positive improvement in vendors and social service delivery has been accomplished over the past months since we have publicized and initiated our escort service. On the average, we provide 3-4 escorts per day. The escorts are provided daily for United Parcel Service who make several deliveries throughout Columbia Point. Other daily escorts are for Boston Housing Authority's exterminators, Health Center personnel, Day Care mothers and children and the Senior Citizen's Hot Lunch Program. Escorts that are provided on a regular basis are escorts for Family Services, nurses and homemakers. We also provide escorts for residents, moving companies, Boston Housing Authority, Federal, State and Local officials and inspectors.

Our Program has been instrumental in reducing vandalism by setting up special surveillance on unoccupied, renovated apartments. Boston Housing Authority occasionally informs us when apartments are to be rehabilitated. At times they also request surveillance when supplies and the building are unprotected during lunch hours. We continue to inform Boston Housing Authority Management when we identify squatters.

Stolen and abandoned vehicles have been on the decline throughout the winter months. These hazards are difficult to follow-up on because of the slowness of towing. We inform the police of abandoned vehicles, but it usually takes 2-3 days before they are removed from the Community. During that time a car is usually stripped of all valuable parts. Within the last 2 months, however, we have notified the owners as soon as possible. This has tremendously reduced the number of cars being stripped and burnt. This also





reduces the chances of youths being injured since this is a hazard in which children partake in consistently.

Our patrol receives many calls for emergency housing problems. The calls range from broken locks which occur during a burglary to extensive plumbing problems that were mostly experienced during the heavy snows from December through February. These problems could not be remedied immediately by our personnel, however, we assisted the tenants in relaying their problems to Boston Housing Authority's administrative and maintenance offices. Unfortunately, the work completion was performed after considerable damage was done to the resident's personal belongings.

Our vehicles finally arrived in early March. From this point we have programmed vehicle usage to compliment foot patrol. The vehicles are not in constant use during the day, but rather are used to aid our supervisory staff to effectively supervise patrol workers. At the present time we have not had excessive requests from residents for transportation. The requests that we have had, have been in emergency situations. We hope to be able to provide transportation to residents upon requests, to banks or other places that residents feel may be hazardous to their personal safety or security.

To summarize our activity, we feel we have accomplished a great deal in the past months. Our Program has made the Community a bit more secure for residents and employees of Columbia Point. There is still much more that needs to be done; namely, making residents aware of their role in combating crime and the criminal element that exist here.



	Nov.	Dec.	Jan.	Feb.	Mar.
Breaking & Entering	7	7	4	9	6
Sick Assistance	1	2	1	1	5
Vehicle Violation		1		1	1
Armed Robbery		1	1		
Fire	1	7	7	13	12
Abandoned Auto				1	1
Robbery	1			2	2
Assaults (threats)		1			
Property (found)		1			
Missing Persons	1	1	1		
Auto Theft	3	1	1	6	12
Investigation				2	1
Receipt of Stolen Goods	1				
Malicious Mischief		1	1	3	4
Homicide 1	1				
Assault & Battery	1			4	3
Rape	1	1		1	
Rape (attempted)		1		1	
Runaway (youth)	1				
Improper Search			1		
Housing Problems		1	9		4
Illegal Firearms				3	



Domestic Problem	1				
Purse Snatching		1			
Drunk/Disorderly	1	1			
Harrassment	2	1			
Disturbance		1			
Trespassing (UMASS)	—	—	—	—	1
<u>TOTALS</u>	18	25	26	51	56

We should note here that the totals are rising because we are handling more and different types of cases. We are convinced that residents are more aware of our presence now more than in the past.

There are strong indications that we also are working closer with law enforcement agencies. At our last meeting with Sargeant Dunford, Team Police Officer for Columbia Point there has been a total of 10 arrest, 5 of which our Security Program was involved with. The other arrest, in fact, were for moving violations, an area which is out of our control.

The following pages give you an idea of the types of day to day problems that we experience. This report reflects a one month period, (March) and other periods are available for inspection upon your request.



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